COMMANDERS DIGEST

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"True genius resides in the capacity for evaluation of uncertain, hazardous, and conflicting information."

Winston Churchill.

DIA

The Unglamorous but Crucial Role of Satisfying the Foreign Military Intelligence Requirements of DoD

By
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This quotation is not to imply that only genius can manage intelligence, but it does indicate something of the difficulty of the task.

Despite the sharp criticism leveled against United States foreign intelligence activities, few informed observers would deny intelligence a vital role in the formulation of national security policies. The Hoover Commission succinctly stated in 1955: "The fate of the Nation may well rest on accurate and complete intelligence data which may also serve as a trustworthy guide for top-level governmental decisions on policy and actions in a troubled world where so many forces and ideologies work at cross purposes."

Some laymen believe foreign intelligence consists mainly of using espionage to uncover hostile plans of foreign powers. This classical function is indeed an essential part of the foreign intelligence process and should not be minimized. However, it is only one of many activities that have a crucial, though less glamorous, role in providing the foreign intelligence we need for our national security.

In a world still lacking universal acceptance of law and order, where military power still plays the dominant role in international relationships, and where the uneven availability of vital natural

resources is increasingly used to extract political leverage — our global environment has become a complex melange of capabilities and intentions. Under these conditions, our foreign intelligence effort assumes critical importance in keeping the United States alert to military, political and economic threats. It also becomes a leading element in supporting on-going international negotiations and in verifying compliance with agreements that were designed to reduce turmoil.

The continuous task of collecting, processing, evaluating, analyzing, integrating, producing and disseminating military intelligence for the Department of Defense (DoD) rests with the Defense Intelligence Agency (DIA). This agency was established in 1961 to improve the coordination and management of defense intelligence collection and production activities, and to reduce the considerable duplication which then existed among the Service intelligence organizations. As a first step, the Directorate of Intelligence (J-2) of the Joint Staff (Joint Chiefs of Staff) was disestablished and its functions assigned to the Director, DIA.

DIA started its operations with a handful of officers and civilians and a few hundred square feet of borrowed floor space in the Pentagon. It now comprises about 4,000 people scattered in 8 locations and 15 buildings in the Washington area, with an additional 1,000 people abroad in the Defense Attache System operating in 85 foreign countries.

In his activating directive the Secretary of Defense stated that the Director, DIA would be responsible to him through the Joint Chiefs of Staff. He laid down three important guidelines for DIA's establishment, as follows:

First, he made it clear that the purpose of creating this agency was to improve the effectiveness and responsiveness of Defense intelligence to the DoD and national decision-makers and to bring about efficiencies and economies in the utilization of intelligence resources.

Second, the Secretary stated DIA would evolve on a carefully planned and phased schedule, so as to preclude any disruption or degradation of the on-going intelligence process throughout the entire military structure.

And third, he reserved for later consideration the transfer of selected intelligence functions which, in the meantime, would remain with the Military Departments. Each step in DIA's planning to assume these functions and resources would be reviewed and approved by the Joint Chiefs of Staff and the Secretary of Defense. Thus, DIA's evolution was necessarily slow, and it was about three years before the Agency became fully operational in all assigned functional areas.

MISSION

The Director, DIA's mission is to satisfy the foreign military intelligence requirements of the Secretary of Defense, Joint Chiefs of Staff and major components of the Defense Department. This is done through the use of DIA's own assigned resources, through the management and coordination of other Defense Department components, or through cooperation with other intelligence organizations such as Central Intelligence Agency (CIA). DIA also is the DoD spokesman and member of the United States Intelligence Board (USIB). The Military Department intelligence chiefs also participate as observers in board proceedings. It is from the USIB that the Director, DIA receives guidance with respect to his responsibilities in the national intelligence arena.

MAJOR FUNCTIONS

In carrying out the above mission, all of DIA's functional responsibilities are encompassed within the broad areas of collection, production and support. Although production is not the initial step in the intelligence process, it comprises the major portion of DIA's resources. Four general categories of intelligence are produced by DIA and, under DIA guidance, by the Military Departments and the Unified and Specified Commands.

The first production category is **basic intelligence,** which forms the data base for all military intelligence studies, estimates and short-term

Lieutenant General Daniel O. Graham, USA, was appointed Director of the Defense Intelligence Agency on September 1, 1974. He is the fourth director and the second Army officer to head the agency since it was established in 1961.

A native of Oregon, he was graduated from the U.S. Military Academy in 1946. During the last 11 years, General Graham has held a wide variety of intelligence positions which have served as valuable background to his present role as Director of DIA and of the worldwide Defense Attache System. He is the first DIA director to have such an extensive intelligence background.

He has twice served DIA. After service in Vietnam as Chief of Current Intelligence, Indications and Estimates Division, and after some two years with the Office of National Estimates, he was assigned to DIA in both the Collection and Estimates areas. Joining the Intelligence Community Staff in 1973, he became deputy to the Director of Central Intelligence for the Intelligence Community. He was then named by Secretary Schlesinger to the post he now holds.

assessments. It contains, for example, basic information on strengths and capabilities of forces, target information and biographic data on foreign military personalities.

The second category is time-sensitive **current intelligence,** which reports on major worldwide happenings and evaluates their significance. To support this function, DIA operates the National Military Intelligence Center on a 24-hour basis to identify and report indications of impending foreign developments that may have major impact on DoD responsibilities.

The third category is **intelligence estimates.** DIA provides the military input to national intelligence estimates prepared by the Director of Central Intelligence, and produces DoD estimates for departmental, joint and international use. Both types include estimates of foreign capabilities, vulnerabilities and probable courses of action.

The final category is **scientific and technical intelligence.** This is produced by DIA, and by the Military Departments under the overall management of DIA. Foreign scientific and technical intelligence includes research in natural and applied sciences, applied engineering techniques and all aspects of weapons technology.

The foregoing is supplemented by specialized production units operated by the Military Departments and Unified and Specified Commands. These are under DIA's management and include special imagery, electronics and fleet intelligence/ocean surveillance analysis.

To obtain the information needed by our intelligence producers, DIA coordinates all Defense intelligence collection and processing activities. The Defense Attache System is the only collection activity directly controlled by DIA. Other intelligence collection resources, such as those belonging to CIA, NSA and the Services, respond to DIA collection requirements together with the requirements of other non-Defense intelligence customers.

In the collection process, DIA assembles, integrates, validates and assigns relative priorities to all Defense intelligence requirements. These are evaluated to determine the most cost effective means of collection and to avoid unnecessary duplication in tasking. Collection results are routinely checked to determine whether stated requirements are being satisfied, and whether tasking should be reassigned or terminated.

In the area of support, DIA operates the Defense Intelligence School. Here, extensive instruction is provided to both military and civilian career personnel who are selected to fill key intelligence assignments and to personnel

preparing for foreign duty in the Defense Attache System.

Other DIA support functions include: broad planning and managerial efforts to insure proper coordination of DIA activities with those of other U.S. entities involved in foreign intelligence; control and direction of DoD general intelligence information (ADP) systems and associated communications; counterintelligence and internal security; and the usual housekeeping activities such as personnel and administration.

ORGANIZATION

DIA is an all-Service agency. The command element consists of the Director, Lieutenant General Daniel O. Graham, USA; the Deputy Director, Lieutenant General Eugene F. Tighe, Jr., USAF; and the Chief of Staff/Deputy for Management and Plans, Rear Admiral Donald P. Harvey USN. These offices are rotated among the Services. Since the creation of DIA, the Directors have been Air Force, Army, Navy and currently, Army.

The functional responsibilities of DIA are managed by 11 major offices as follows:

Deputy Director for Intelligence: This directorate has responsibility for all-source finished military intelligence (except for scientific and technical intelligence), for the development and maintenance of all target systems, including physical vulnerability research, and for all bomb damage assessments as related to intelligence. It concentrates on military capabilities, including order of battle, military economics, demography, terrain, transportation, weather, medical and escape and evasion, among others. A major responsibility of this directorate is current intelligence assessments and reporting, plus operation of the National Military Intelligence Center and the worldwide system of DoD indications and warning centers.

Deputy Director for Collection: This directorate is responsible for collection requirements, registry and control; evaluation of these requirements in coordination with production elements; selection and tasking of collection systems; and monitoring/coordination of collection operations. It is also responsible for evaluation of technical collection systems and for DIA's role in national processing and exploitation of imagery data.

Deputy Director for Scientific and Technical (S&T) Intelligence: This directorate evaluates and integrates Service-produced scientific and technical intelligence; establishes and maintains a data base; and provides guidance for Service-produced S&T intelligence. It places particular stress on providing consumer-oriented S&T intelligence studies to DDR&E, Organization of the Joint Chiefs of Staff (OJCS), the Military Departments, and Unified and Specified Commands.

Lieutenant General Eugene F. Tighe, Jr., was assigned as Deputy Director of the Defense Intelligence Agency on September 1, 1974.

General Tighe was born in New Raymer, Colorado, on June 19, 1921 and was graduated from Manual Arts High School, Los Angeles, California, in 1939. He received a bachelor of arts degree in history from Loyola University of Los Angeles in 1949.

Rear Admiral Donald P. Harvey was born in Geddes, South Dakota, on January 24, 1924. He attended Wayne (Nebraska) College and the University of Nebraska at Lincoln.

He was graduated from the U.S. Naval Academy with the Class of 1948-A, an accelerated course due to World War II, and advanced to his present rank of rear admiral on July 1, 1974.

Deputy Director for Estimates: This directorate is responsible for the preparation of all DIA estimates and forecasts. It provides the interface with CIA and DoD elements on estimative issues. It tasks other DIA directorates for analytical support and, where necessary, will establish task forces for larger projects.

Director for Management and Plans: This element exercises managerial responsibility for integrating DIA intelligence activities involving policy, planning, operations management and formulation of requirements for functional management systems. It guides, coordinates and controls these activities in consonance with approved DoD, JCS and USIB directives. It ensures that DoD intelligence products/services satisfy consumer requirements, and acts as the agency's formal point of contact for external matters.

Comptroller: This component is responsible for financial management services; the agency's manpower and organizational functions; and management analysis of available resources.

Deputy Director for Attache and Human Resources: This directorate is responsible for the overall coordination and direction of the Defense Attache System (DAS). It provides administrative and logistic support to the DAS, as well as interface with the Military Departments and the Unified & Specified Commands, regarding representational requirements and other functions assigned to attaches.

Deputy Director for Support: This directorate is responsible for all intelligence support activities and administrative services in DIA and consists of four major functional areas: administrative services, security and counterintelligence, library, and communications.

Deputy Director for Information Systems: This recently established directorate plans, manages and coordinates all DoD intelligence information and telecommunication systems programs and the interface of such systems with community and DoD systems. It is the DIA focal point to assemble, validate, and establish priorities for DoD requirements for intelligence information handling systems and associated support and equipment and facilities.

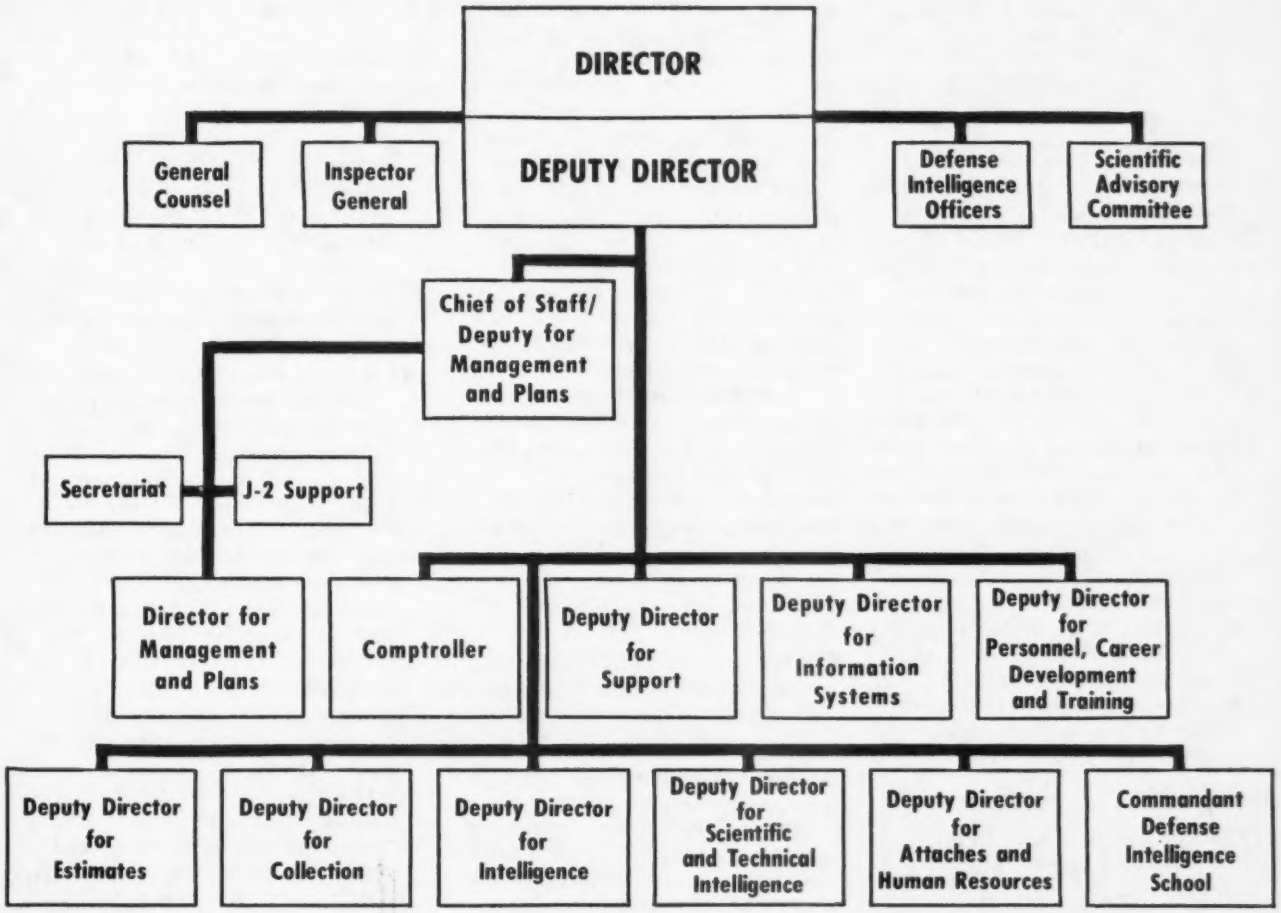
Commandant, Defense Intelligence School: The school, formerly a part of the Deputy Directorate for Support, became a separate entity to emphasize intelligence education as a basic resource for defense intelligence. The commandant is assisted by a Board of Visitors representing academic and industrial areas. They meet annually to advise the commandant and the Director, DIA on the overall operation of the school. Eleven formal courses are currently presented in 30 different classes. The added emphasis on academic training has resulted in the school being granted the authority to provide courses leading to a master of science degree in Strategic Intelligence. The school is a key instrument in accomplishing the objectives of recent executive orders and DoD directives, which stress leadership, more efficient use of resources, and improvement of intelligence products.

Deputy Director for Personnel, Career Development and Training: This element also was formerly under the Deputy Directorate for Support but was separated to emphasize the importance of personnel and outside training. Career panels in various fields have been established to evaluate and recommend personnel for promotions as well as to attend Service and civilian schools. DIA is an integral part of the Federal Executive Management Program and the career employee exchange programs. Strong emphasis is placed on obtaining highly qualified military personnel and on training and retaining civilian personnel.

SERVICE RELATIONSHIP

Establishment of DIA did not eliminate the requirement for intelligence staffs in the Military Departments. Some of the more important intelligence functions which remain with the departments are:

- Basic intelligence training and doctrine for combat intelligence.
- Internal department security and counterintelligence operations.
- Most scientific and technical intelligence production.
- Intelligence support for,



and participation in, Service level staff studies (including the independent departmental contributions to DIA for use in developing defense intelligence estimates).

- Technical advisory support to intelligence activities in the service components of Unified Commands.
- Technical liaison with counterpart activities of other countries through representation activities of Service members of the Defense Attache System or directly with foreign representatives stationed in the United States.
- Performance of specific intelligence collection and reconnaissance functions.
- Research and development for intelligence support systems related to departmental or service-identified combat intelligence missions.

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Q&A

Commanders Digest: You seem to wear many hats. Would you explain them?

General Graham: First, I am the principal intelligence staff officer for the Secretary of Defense for management and intelligence support. Second, I am the principal intelligence staff officer for the Joint Chiefs of Staff; in effect, the J-2 Director of the Joint Staff. Third, I am the director or commanding general of a Defense agency with all of the duties and responsibilities of any command billet. In addition, I am the commander of the Defense Attache System. As director, I also chair the weekly meetings of the Military Intelligence Board whose members include the four Service intelligence chiefs (Army, Navy, Air Force, and the G-2 of the Marine Corps). In this position, I am, in essence, the Director of DoD intelligence.

Q: Although you have been Director of Defense Intelligence Agency (DIA) for only a short time, you have initiated several changes in DIA's management. Would you discuss some of these?

A: Two of our most significant changes have been the establishment of a consolidated Information Systems Office and the selection of Defense Intelligence Officers (DIOs).

The Information Systems Office is under the direct operational control of my deputy, Lt. Gen. Eugene F. Tighe Jr., USAF. This office was recently established to plan for, manage, and coordinate all DoD intelligence information and telecommunication systems programs and the interface of such systems with community and DoD systems. It also will validate and establish priorities for DoD requirements for intelligence information handling systems and associated support and equipment. All planning, programming, and developments related to DoD information intelligence systems will be conducted through this office.

The Defense Intelligence Officers (DIO) are appointed by me for geographic and/or topical areas. Each DIO operates as my personal senior staff representative and is responsible to me for one key substantive intelligence area; for example, the Middle East or Soviet Strategic Systems. The DIOs maintain close personal contact with key users of military intelligence. They are expected to provide high-level advice directly to me.

Q: We understand DIA has also made some significant changes in its relationships with the Joint Chiefs of Staff and the Services.

A: Indeed we have. To place greater emphasis on my role as the J-2, OJCS, I have expanded the size of my J-2 Support Office which now reports directly to my chief of staff. This office serves as the DIA focal point for all Joint Staff matters and maintains a close relationship with the OJCS to insure prompt and responsive DIA support. I have also made more active use of the Military Intelligence Board (MIB) to bring the Service intelligence chiefs and the Director, DIA together in a forum where policies and programs can be mutually discussed. In addition, a MIB Working Group meets weekly to promote a better understanding of mutual programs and to cooperatively tackle problems before they reach a higher level.

Q: Have the respective roles of the Assistant Secretary of Defense (Intelligence) and the Director, DIA, been clarified?

A: In the realm of resource management Dr. Hall (ASD(I)) and I have reached an agreement that has resulted in a clearer delineation of our responsibilities. I also believe this has strengthened DIA capabilities as a producer, coordinator and manager of DoD intelligence and support activities.

Q: Has the physical dispersion of your organization had an adverse effect on DIA's operations?

A: It certainly has. Of course every effort has been made to operate effectively under these constraints, but there is no doubt that a great improvement would result if elements outside the Pentagon could be located in one building. I am asking in the President's 1976 budget for the funding required to accomplish this, and I am hopeful that the request will be favorably received.

Q: Have you experienced any continuity-of-command problems since arriving in DIA?

A: There was a period initially during which all the DIA command element and several deputy directors were replaced. Fortunately, no crisis developed during this time. However, I have given considerable thought to this and am considering some options to phase reassignments in the future.

Q: Does DIA have any command responsibilities over the National Security Agency?

A: No. The Director of Central Intelligence provides overall community guidance to NSA, and the Secretary of Defense is the executive agent for its operations. DIA does, of course, work very closely with NSA, as it also does with CIA and other members of the intelligence community.

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